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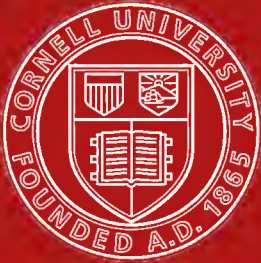
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Golden Gateway, San Francisco

Embarcadero–Lower Market Redevelopment

Area E-1

A Webb & Knapp Project

PRINCIPLES OF THE PROPOSAL

As developers, architects and planners who believe strongly in the strength of the city and its role in American civilization, we think San Francisco epitomizes urban life. Its character is truly urban. Its people are active in enjoying the advantages of urban life. Its blessings of site and topography enhance an ingrained, cosmopolitan approach to urban living. It is this character that designers hopefully try to create in redeveloping other cities.

1

It is with considerable humility, therefore, that we have approached the design of the produce area. The design should reflect this character. But this character developed over many years and is reflected through many kinds of structures. It cannot be duplicated or copied. It is the spirit of this character that must be captured and translated into new structures - structures in contemporary idiom.

In order to capture this character one must analyze its elements. The physical elements are obvious - the hills, water, climate. But the city's character emerges from the way these elements are used. Thus the hills do not disappear behind massive structures. Rather the intimate scale of the buildings exposes the hills. It is this intimate scale coupled with urban activity that creates the character.

San Francisco's spirit stems from the unexpected, the unplanned result. It is a busyness of varied structures in unusual juxtaposition; it is the small alley suddenly discovered; it is the variety of activity - from special restaurants to gay and unusual entertainment.

It is this spirit that challenges the designer. To meet the challenge, the designer must work from a sympathetic program. One finds the program of the official Redevelopment Plan, however, rigid as to concept; a concept stated so forcefully that but one plan can emerge. This plan, we feel, destroys the opportunity of the challenge.

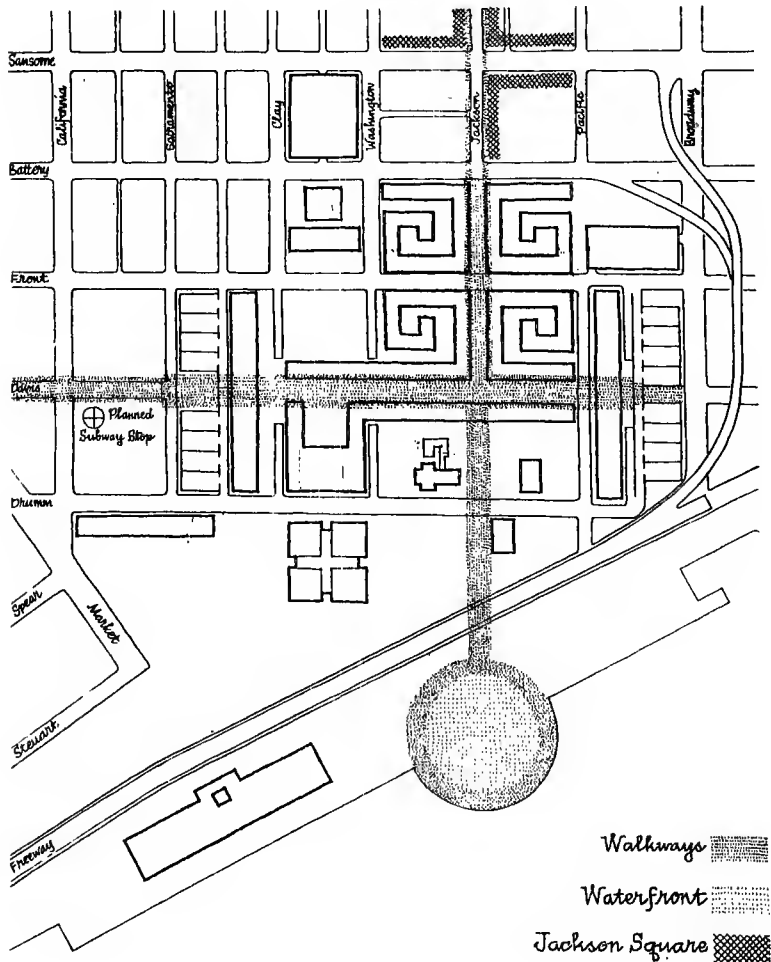
For example, this urban area must serve successfully both man and car. But the

designer finds the redevelopment area, already partially encased in the Embarcadero Freeway girdle, further automobilized by parking structures and ramps. Succumbing to the seemingly insatiable demands of the automobile destroys the area.

2

Also this urban area must establish an intimate relationship of structures. But the designer finds that coverage dictates that each must stand apart in solemn dignity, occupying but 20 percent of its lot. Though valid for parts of some cities, such distant relationships do not reflect the character of San Francisco.

This urban area should also become a cohesive, residential community. The housing needs of man require community appurtenances. But the redevelopment plan does not provide for community functions. The church, the school, the community center - these activities are not included. The redevelopment plan dictates an arrangement of housing cells rather than a residential community.



This urban area should reflect in part the character of its adjacent community, Jackson Square. Yet the designer finds that statistical and use limitations deny his pen the chance to create the character of small scale shops and homes sharing the pedestrian street or narrow alley.

3

We feel we cannot submit a proposal based on a program that to us is antithetical to the spirit of San Francisco. We are not, therefore, submitting a proposal in conformance with the program of the official Redevelopment Plan. We are however submitting a proposal based upon a plan that to us reflects San Francisco.

We know that this plan strays substantially from the official plan. We hope, however, that the pressure of assumed early accomplishment will not preclude examination of our approach. This is San Francisco's first redevelopment project. It will be with San Francisco for another century.

THE PLAN

Our plan reflects these philosophical disagreements with the official plan. In addition, it reflects certain other differences. At times, we have spread beyond the project boundaries, for the community created is not limited by the boundaries of the land offered for sale. Streets too have not remained inviolate, and structures of little worth whose retention would jeopardize the plan have been eliminated.

In presenting the plan, we shall first discuss the residential community, outlining each of its elements. Next we shall describe the heart of the community, the town center and community facilities. Then we shall discuss the expanded Ferry Park, its relationship to area and to the waterfront. It is also necessary to comment on the commercial area. Finally the traffic plan for the circulation and storage of the automobile will be described.

THE RESIDENTIAL COMMUNITY

Clearly this area has unique residential qualities. Its climate is excellent. It is close to the heart of downtown. It is adjacent to the waterfront. Though not on a hill, it views the

sweep of the harbor, the bridges and the hills themselves.

4

The boundaries of the residential community are clearly delineated. On the east and north, the Embarcadero Freeway delimits the location of residential structures. On the west, the pair of one way streets serving the Broadway ramp (Sansome and Battery) serve for the most part as a suitable boundary. To the south, the recent expansion of good commercial office space to Sacramento Street establishes it as the boundary.

Thus delineated, Jackson and Davis Streets become the residential spines of the community. In keeping with the objective of separating man and car, their character is pedestrian rather than vehicular.

Jackson Street is the tie to a unique area, Jackson Square. This tie draws the charm of Jackson Square into this portion of the residential community.

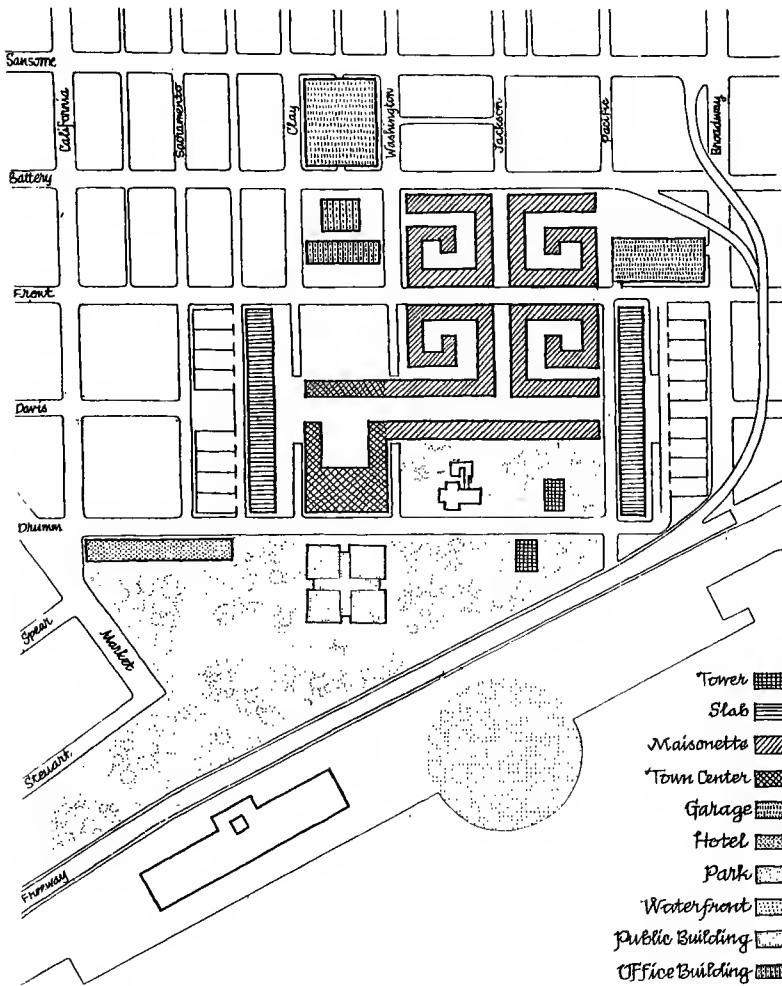
Davis Street is the North-South pedestrian axis. It is the major axis since it is the connector for the sectors of the residential community. On this walkway, pedestrian and vehicular traffic are segregated. One can walk from Sacramento to Pacific without crossing a street at grade.

High Rise Apartments

Areas as close to downtown as Area E demand high density. This requires apartment buildings of considerable height and size. Our plan uses these structures to reinforce the definition of the residential community. Thus at the north end of the Davis walkway axis, stands a 20 story slab, shielding the area from the Broadway ramps and providing Davis with a suitable terminus. At the south end of the community stands a twin slab, providing a suitable southern terminus and again shielding the community from the office area immediately adjacent. This structure is not a barrier to the pedestrian, however, for it bridges Davis Street. The pedestrian's promenade is heightened in interest by strolling through it.

These two slabs, which form a quiet background for the more active maisonette, studio and

Town Center sectors, are of a scale in keeping with the scale of the Embarcadero Freeway, Ferry Tower, and Waterfront.



The two towers, sited in front of the Embarcadero Freeway and adjacent to the park, are also consistent in scale with these elements. In addition, they have the virtue of enhancing the waterfront skyline as well as minimizing the visual impact of the Freeway.

The high rise structures will obviously be best able to take advantage of the views. By orienting the slab structures east and west, each apartment will have a view of the harbor and the San Francisco Hills; and the view from the hill down the East-West streets will remain unimpeded.

The units in the slab structures will be of somewhat different design from standard apartments. Each unit (other than the efficiency) will be a duplex; that is, a two story apartment. Each duplex will have a terrace

two stories high of sufficient depth to provide ample sitting room for the tenant. Each terrace will be walled on each side so as to afford privacy. Doors will permit direct access from living room to terrace. The bedroom on the second floor will look onto the terrace. Each slab contains 840 apartments.

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The apartments in the tower structures will be more luxurious than those in the slabs. In all probability, they will be sold cooperatively. Each floor will contain from four to eight units. Each tower will contain roughly 180 units.

Maisonettes and Studios

A characteristic of San Francisco is the mixture of high and low buildings, and this area should not depart from this formula. Our plan therefore provides for roughly 400 units in such low structures.

The low structures will vary in height from three to five stories. For the most part they will consist of maisonettes and studios, providing family living accommodations in a unit that is much like a house - bedrooms upstairs, living and dining down. Each has an individuality rarely found in the standard walk-up.

The interest of this area is heightened by the small arcaded shops and offices, which will serve a clientele that looks to the special establishment for its pleasure in shopping. It is this mixture of shop, office and residence, this intimate scale, that captures the Jackson Square atmosphere for this area.

Thus the high rise, studio and maisonette provide a variety of living accommodations and a variety of scale.

TOWN CENTER

A residential community requires focus. Housing per se does not make an area a community. Community facilities to house community functions are necessary. Without these facilities, the area lacks cohesion. It is amorphous.

Thus our plan includes a community heart - the Town Center. With shopping providing the centripetal force, it is logical to capitalize on

this centralizing pull to include those public and community activities that create a community or neighborhood. Thus the Town Center includes facilities such as a post office, branch library, community hall, nursery school, etc., as well as shopping and entertainment.

The shopping facilities in the Town Center have been limited purposely to smaller stores. No supermarket is programed; rather the small speciality food store is anticipated. This policy is again in keeping with limiting traffic generators. The pleasantness of the shopping environment should encourage pedestrian shopping, eliminating the great demand for vast parking areas. Arcades with charm replace the tin vegetation. 7

This heart should be centralized. It is placed between Washington and Clay. The walkway, Davis Street, provides central pedestrian access. Auto access is from adjacent streets directly to an underground garage. Pedestrian and automobile are separated.

There are other community facilities necessary if a community is to be created. Spiritual needs must also be met, and the church must be provided. We have made such a provision in our plan and have not been unmindful of the peripheral advantages offered by the church such as providing community halls for transacting public business.

Necessary also is the school if the full range of community needs is to be met. In an area such as this, a small elementary school is all that is required. But it should be a particularly good school so that it adds to the attractions of the area.

Thus is the community made whole - shops, community facilities, church and school. All are essential.

THE PARK

This area must, it is true, look to the future for its relationship to the waterfront. But the future is not far distant since plans are underway to build modern piers in a different location, to demolish the obsolete piers, and to build exciting new waterfront uses.

This relationship, however, must be

established by bridging the barriers of the Embarcadero Freeway and the vast expanse of paved area along the Embarcadero proper. This link between the waterfront and the residential community can be forged, if the planned Ferry Park is extended north to Broadway, thus providing a sweep of green, and if the paved Embarcadero is narrowed to standard street width.

This park should be more than a green area. It needs to be an active, urban park. Thus it should include tennis courts, and outdoor restaurant, model boat basins, etc. It can also provide a senior citizens' recreation area: perhaps bowling on the green, chess, bocce ball.

Most importantly, however, is the site within this park for a major public structure. This site, south of Drumm between Clay and Washington, is suitable for a monument - a magnificent statue of St. Francis of Assisi. Or it could serve as a dramatic location for a new Museum of Fine Arts. Whatever the specific use, it should be seized by the City as a truly magnificent setting for a public monument or structure.

COMMERCIAL AREA

A basic land use question must be answered in determining the amount of land devoted to commercial uses. The new Bethlehem Building and the John Hancock Building indicate that the area north of Market is desirable for office space, but there is still a good deal of land in the triangle bounded by Sacramento, Sansome and Market that can be used for office structures. It is reasonable to expect the interstices to be filled rather than sweeping beyond this triangle. Also it is desirable to provide additional residential use in this area by extending the residential area south to Sacramento. This reduction of land for office building use is sympathetic to our objective of limiting traffic generation.

An exception, however, to this generalized land use designation is the area north of Sacramento, south of Washington and west of Front. Here the nearness of the financial district indicates the desirability of office space. This is particularly true of the block bounded by

Washington, Clay, Battery and Front. This block is a magnificent site for a major office building, particularly since it fronts on a carefully designed urban square.

One additional exception is the area east of Drumm fronting on Market. With the advent of increased waterfront activity and the development of Ferry Park, this site is superb for a convention hotel.

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TRAFFIC PLAN

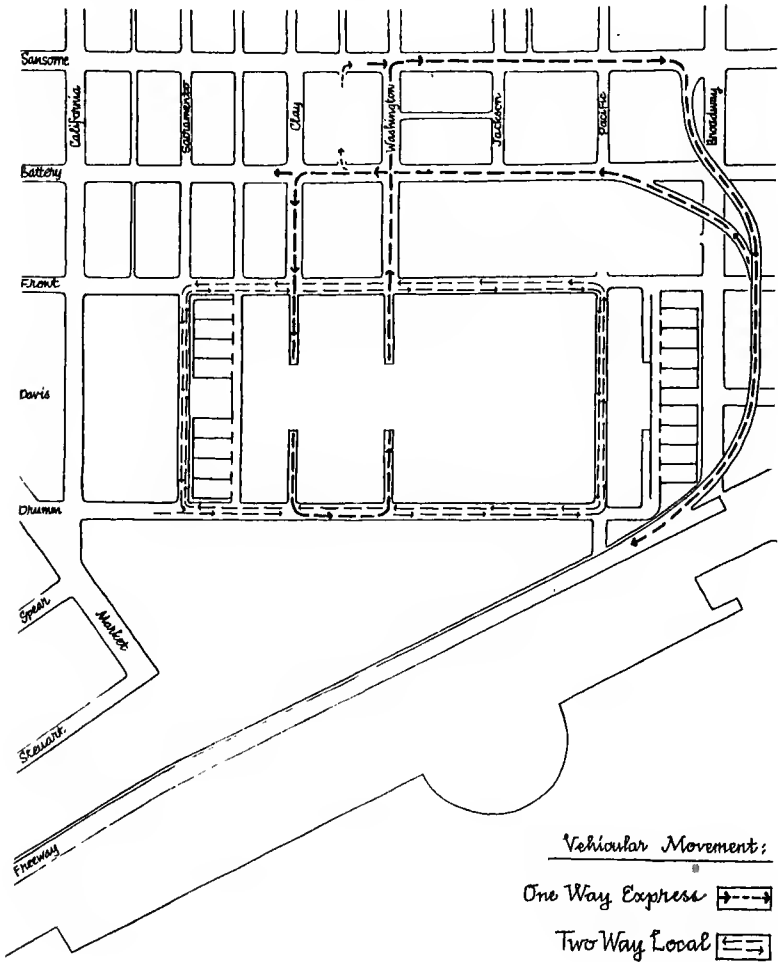
It is evident that our plan is based upon an approach which places the automobile in a role different from the role envisaged in the official redevelopment plan. Some of this difference arises from our plan's greater emphasis on the residential community, which generates less traffic. Thus the traffic and parking needs of the area are less than those of the official redevelopment plan.

But our plan's traffic variance is more than this: it is philosophical. A major function of the official redevelopment plan is the serving of commuter automobile traffic. The ramps and garage are located in the heart of the area. Their divisionary quality is evident. Our plan, on the contrary, first creates the residential community and states as its objective a limitation on the number of external cars the area is to serve.

The automobile will consume all capacity built to serve it. Its insatiable appetite can be limited only by limiting its facilities. Limitation can be achieved if the statistical logic of projecting demands based upon maximum individual convenience is rejected. Our traffic plan both reflects this philosophy and successfully provides for adequate automobile circulation and storage. We state as basic premises that this area is designed primarily as a residential area large and varied enough to create an environment of its own; that this area is not to be a major storage area for downtown commuters; that mass transit will have to be provided; and that the residential area will in itself provide convenient walk to work accommodations.

Succinctly our traffic objectives are a limited number of cars entering the area, the removal of a major traffic movement east and west

through the area, and the delineation of the residential area by perimeter traffic arteries. We have achieved these objectives but have not ignored reasonable traffic demands.



First as to the Clay-Washington ramps. Turning our backs on the ramps is not done in a moment of emotional pique or frustrated rebellion. The ramps at Sansome and Battery, with some minor rebuilding to permit better access, can serve the traffic for which the area is designed.

In addition, the Federal Government takes the position that ramps in urban areas should be no closer than two miles. The Clay-Washington ramps are less than one-quarter mile from the Broadway ramps.

Thus there is no need to build the Clay-Washington ramps.

Improvement of the Broadway ramps requires bringing the down ramp across Broadway so that it enters Battery north of Pacific. This

improvement will discourage movement across Market Street south to the Mission Street ramps.

The 2,000 car garage between Washington and Clay, Sansome and Battery, is a logical location to handle commuter traffic - in from Battery, out on Sansome.

11

Even if utilized solely for all day commuter parking, the maximum load generated will be 60% or 1,200 cars per hour. This will not overload the ramps which are designed to handle 2,000 cars per hour. Nor will it overload Sansome and Battery since they are broad, one-way streets.

This automobile restriction, however, does not ignore the plight of the commuter. The rapid transit system is to have a station on Davis Street and therefore will bring to downtown many of those who would otherwise come by car.

Nor should one overlook the commuter potential of the Ferry Building. The hydra foil, high-speed (40 miles per hour) ferry, already in use in Europe and recently suggested for San Francisco, could make the ferry once more an effective commuting facility. Rapid transit need not be restricted to the tube or subway - at least not in San Francisco.

Thus commuter traffic by design is limited to the capacity of the Broadway ramps. By design also, mass transit facilities, rail and ferry, are intended to provide the commuter with frequent and adequate service.

Internally, traffic circulation has been simplified and separated wherever possible from pedestrian movement. A one way circulation system, running south on Clay and north on Washington, connects to Battery and Sansome. Ramps to the adjacent underground garage make underpasses at Davis possible so that the walkway will not be severed.

This one way circulation feeds the two way distributor which consists of Front, Drumm, Pacific and Sacramento. The distributor provides access to the slabs, towers, maisonettes, studios, and arcaded shops.

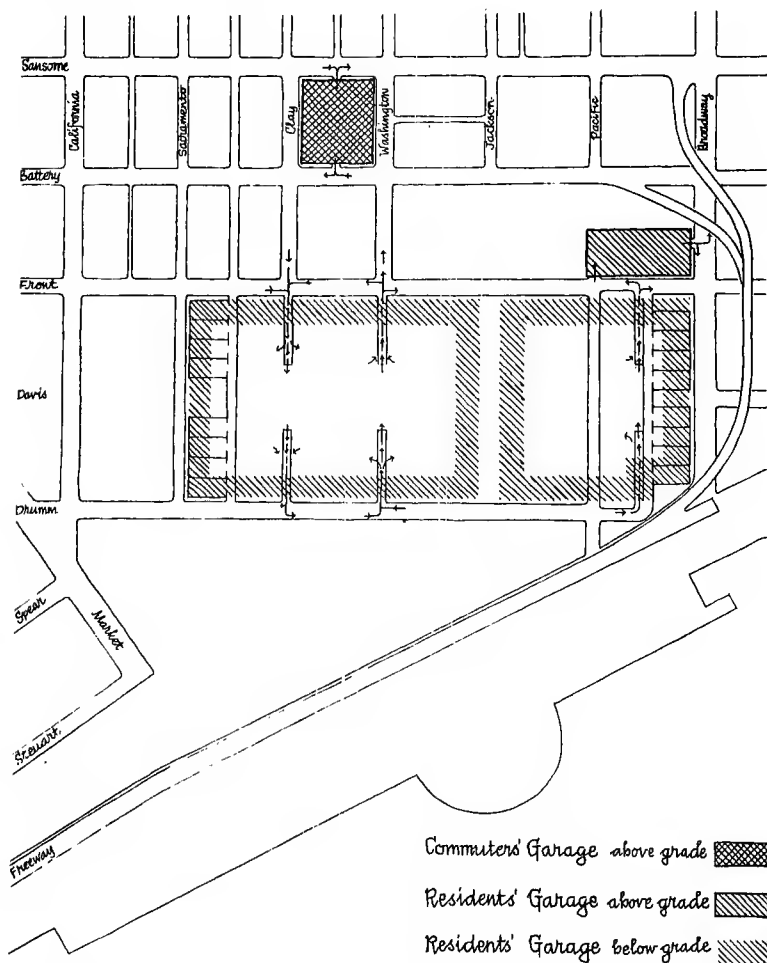
This simplified traffic system has the

advantage of reducing the number of streets, separating pedestrian and vehicular traffic, and providing access to the underground garages, the Town Center, and the residential units.

PARKING

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Provision can be made for 100% parking, although it has been our experience in other cities that less parking is required for this type area. If the demand for parking is less than 100%, surface parking can be eliminated and the area landscaped.



Parking is either underground, surface, or in adjacent garages. The one story underground garage to serve housing is bounded by Pacific, Washington, Front and Drumm. Its capacity is 720 cars. There is also parking under each slab for 360 cars and surface parking behind each slab for 150 cars. A parking garage on the south half of the block bounded by Battery, Broadway, Pacific and Front provides space for an additional 780 cars. This totals 2,520 spaces, and an additional 180 cars can be handled under the towers if necessary.

Parking for 360 cars is provided beneath the Town Center.

SUMMARY

This then is the plan: a residential area with a variety of housing types welded into a community by the provision of community facilities: a scale of structures related to San Francisco and particularly to adjacent Jackson Square: the reduction of office sites with a corresponding increase in residential: an extension of Ferry Park so that the area is tied to the waterfront: and finally a limitation on the use of this area for the circulation and storage of commuter automobiles. We feel it is right for San Francisco.

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